

T O P S E C R E T

INSPECTOR GENERAL'S SURVEY

of the

COVERT ACTION STAFF

March 1961

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I. PURPOSE AND SCOPE

A. The purpose of this inspection was to review the functions and organization of the Covert Action (CA) Staff and to suggest improvements where possible. During the course of the survey we interviewed all of the CA Staff officers who were available and most of the clerical employees. We also interviewed representatives of the other major components of the Clandestine Services, the DD/I and DD/S offices concerned, and selected officials in other government agencies who work closely with the staff. The investigation itself was comprehensive, but the major focus of this report is on broad functions rather than detailed tasks.

B. For practical reasons the scope of the survey must be qualified in two respects. First, it was not intended as an evaluation of the Agency's overall covert action program, implementation of which is almost entirely through the operational efforts of the area divisions and the International Organizations Division. We did, however, review the CA Staff operational program and selected divisional projects which directly concerned the Staff. Second, in discussing the organization and functions of the CA Staff we have not attempted to take cognizance of the Foreign Intelligence (FI) and Counter Intelligence (CI) Staffs or relate

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CA Staff problems to similar problems which may exist in the other components. We believe, however, that our conclusions are based on sufficiently broad principles that they would be compatible with any managerial changes which might affect the Staff structure as a whole.

C. We believe that if the DD/P implements the recommendations contained herein, it will greatly enhance the effectiveness of the CA Staff, more sharply delineate its staff functions from the work of the area divisions, and eliminate several areas of friction that exist today.

## II. GENERAL BACKGROUND

A. The proper role of a functional staff is a subject which has been under continuous discussion since the merger of the 25X1C  
[REDACTED]  
[REDACTED] in 1952. This merger created the Clandestine Services, a new organization unlike any other government bureau and for which there were few guidelines and precedents. The objective in 1952 was to consolidate two entirely separate commands into a single entity. The problems were: (a) to define the relationship between the newly consolidated area divisions and the overseas 25X1C stations on the one hand and the senior staffs created from the [REDACTED] superstructures on the other, and

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25X1C

(b) to resolve the practical problems which arose from vested interests and the competition between [REDACTED]  
25X1C

[REDACTED] Over the years the community of interests in the area divisions and the "generalist" approach in personnel management have brought about an effective merger of divisional personnel, and those aspects of functional specialization which still remain cause little difficulty within the divisions. In the CA Staff, however, there has been a continued functional specialization, and the problems of delineation of prerogatives and responsibilities still exists.  
25X1C

[REDACTED]

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H. In the Inspector General survey of the Deputy Director (Plans) Area, dated July 1959, the basic responsibilities of the special staffs and their relationships to the area divisions were discussed. On the basis of that report, the DD/P's response to it in January 1960, and the DD/P's views as quoted in the preceding paragraph, we believe that this survey of the CA Staff can be approached within the framework of broad principles which are generally accepted. There is a valid function to be performed by an independent staff, since the delegation of all responsibilities to geographic components would result in the development of separate and largely autonomous clandestine services in the area divisions. There is at present no point below the immediate office of the DD/P where responsibility can be lodged for world-wide cognizance of all clandestine activities. It is therefore imperative that the DD/P have specialized staff support in his management of the Clandestine Services. It is equally imperative that the chiefs of the area divisions and their operations officers have guidance in functional specialties. From the standpoint of organizational refinements and delineations of principles, we believe that the "evolution has evolved" about as far as is possible. The problems are now the practical ones of implementation, balance and performance.

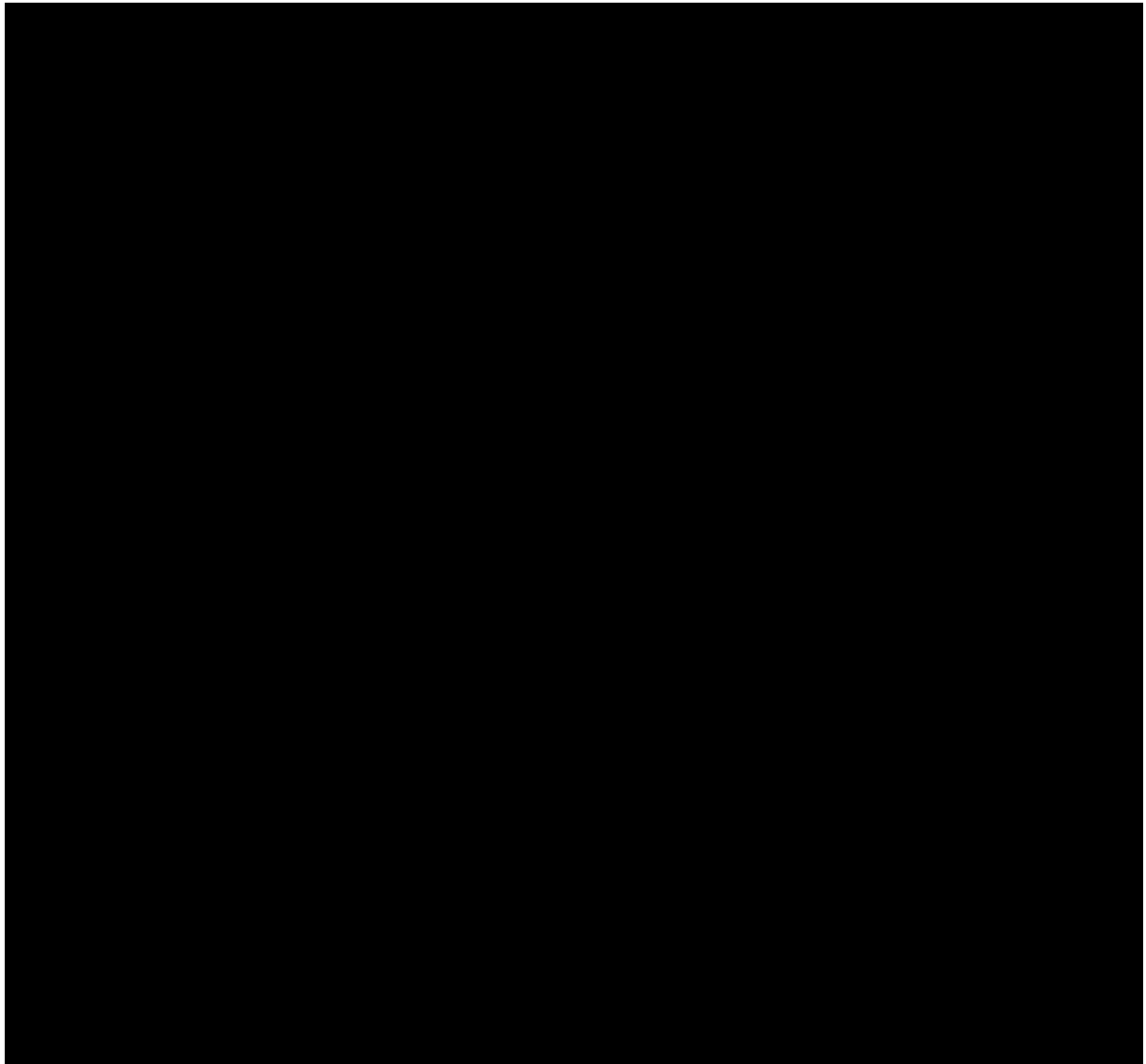
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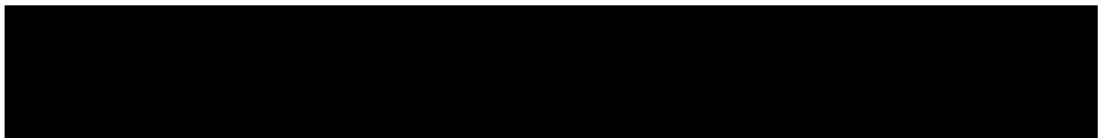
III. ORGANIZATION AND FUNCTIONS

25X1C <sup>A</sup>General



B. Office of the Staff Chief

25X1C



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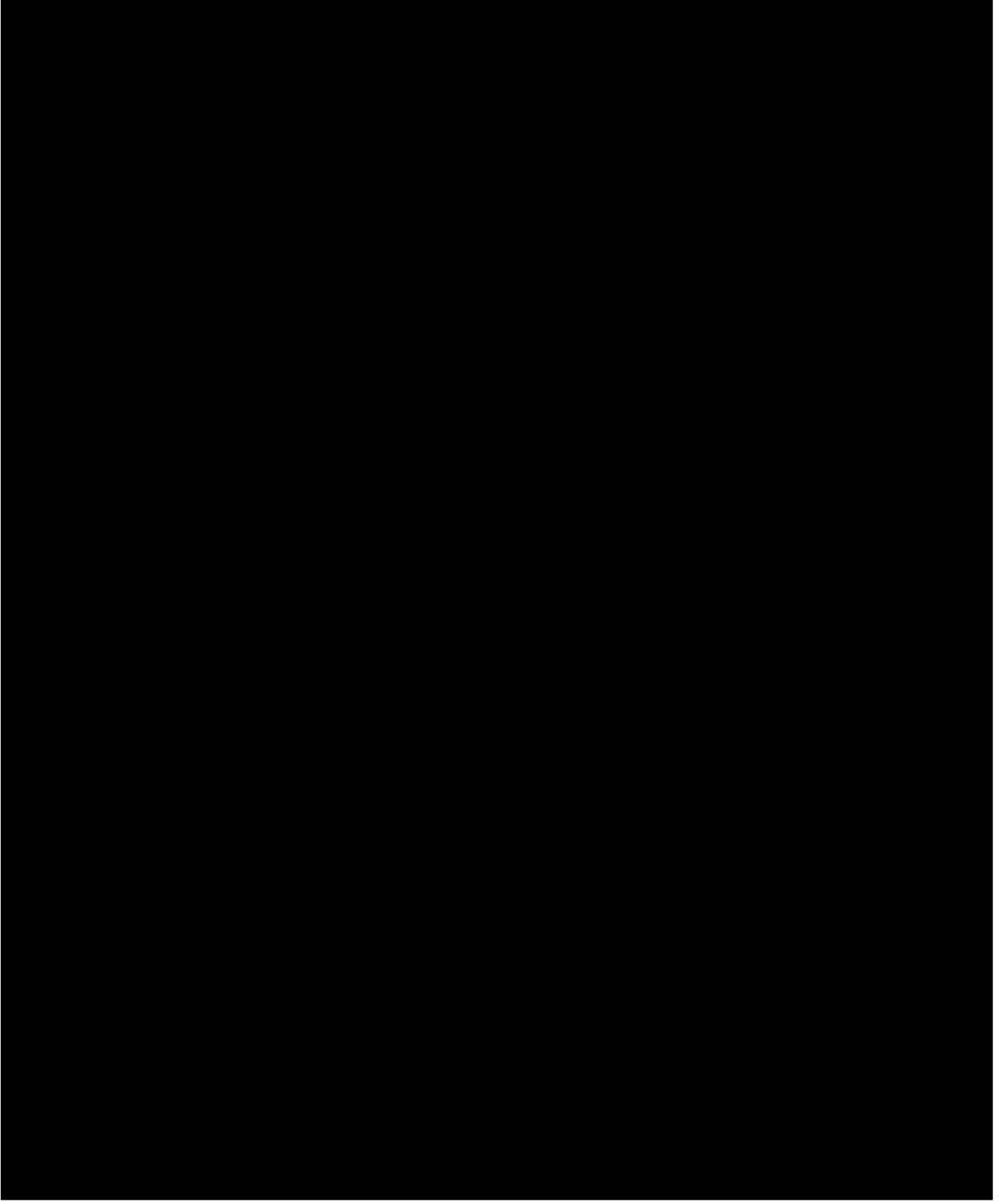
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25X1C The Support Group



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FI and CI Staffs are beyond the scope of this survey, but it may be possible to some day establish a single support unit to provide administrative services for all of the special staffs if present trends continue. As a rule, the administrative support for a staff is relatively uncomplicated. It is the special support required for operational activity which necessitates the establishment of satellite support units, and this should be concentrated in the operating components.

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